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Assistant Director for Operations

Executive Director

Functions and Further Development of Foreign Documents Branch,
Office of Operations

1. Attached are:

a. Revised statement of functions approved for the Foreign Documents Branch of your office, which rescinds all previous statements in conflict therewith.

b. Report by the Chief, Management Branch, A&M, covering the recent management survey of the Foreign Documents Branch.

2. The management survey report is furnished for use and guidance in connection with further development of your Foreign Documents Branch and in coordinating its activities with other activities and agencies in the interests of improving operations and production.

3. Implementing action has been taken in connection with paragraph E, Section III, of the survey report.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

Captain, U.S.N.
Executive Director

2 Incls.

1. Statement of functions
2. Survey report

cc: Asst. Director for Reports and Estimates
Asst. Director for Collection and Dissemination
Executive for Administration and Management

RMH;mgd

~~Central Records~~

Signer's copy

Subj. file

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ER-9728

SURVEY OF FOREIGN DOCUMENTS BRANCH, OFFICE OF OPERATIONS

I. PURPOSE

A survey was made by the Management Branch, Administration and Management, to examine the internal management of the Foreign Documents Branch, in accordance with the request of the Executive Director contained in memorandum to the Assistant Director for Operations, dated 6 February 1948, subject, "Personnel Turnover, Foreign Documents Branch." The survey was initiated on 19 February and was completed 9 March 1948.

II. FINDINGS AND CONCLUSIONS

A. General

The internal management of Foreign Documents Branch, with the personnel that it has, is generally both sound and effective.

B. Functions

1. Several written directives constitute the authority for present functions. (See Tab A.)
2. Foreign Documents Branch functions have been consolidated into a proposed functional statement. (See Tab B.)

C. Organization

1. The table of organization of FDB provides for ☐ positions. The internal organization of the Branch is shown in Tab C.

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2. It is the opinion of FDB and the survey team that the organizational structure is adequate for the performance of the functions of the Branch.

D. Personnel

1. Personnel Turnover - The rate of personnel turnover in FDB is to a large extent caused by factors beyond FDB control. Factors observed during the survey which influence personnel turnover are:

a. Shortage

- (1) There is a shortage of stenographers, typists, translators and researchers. FDB personnel ceiling is ☐ while only ☐ persons are on duty. Personnel strength is approximately ☐ per cent below ceiling.

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(2) The Personnel Branch, Administration and Management, is making every effort to recruit necessary personnel.

b. Assignments

(1) Some employees are performing duties in addition to or entirely different from those covered by their job descriptions. In addition, employees work overtime either voluntarily or by request. These assignment or misassignments are made in order to meet workload. (See Tab D.)

(2) Where possible, FDB is correcting misassignments by recommending official transfers of employees to the positions which duties they are performing. Overtime work will be minimized when additional personnel is obtained and will be eliminated when full strength is reached.

c. Morale

(1) The morale of employees is adversely affected by various factors. (See Tab E.)

(2) Foreign Documents Branch periodically has social gatherings which tend to improve morale. The classification survey being made may improve morale by possible changes in classification grades.

2. Language Qualifications Index

a. Foreign Documents Branch is indexing the language qualifications of its personnel.

b. In view of the language skills required for operations of the Branch, this is a sound management practice. However, the qualifications file should be only supplementary to an agency-wide qualifications index being established by the Personnel Branch, AAM.

E. Work Program

1. Duplication of Translations

a. Excellent efforts are being made by FDB to avoid duplicate translating of foreign-language documents by the Central Intelligence Agency and Intelligence Advisory Committee Agencies. Through authorized liaison, FDB:

(1) Suggests that IAC agencies before translating information check CIA listings to determine if information desired has been translated and to check further with FDB to see if translating of the information is in process.

(2) Suggests that IAC agencies identify their translations by original author and title.

(3) Suggests that other government agencies notify CIA of translations made by them which may be of intelligence value.

(4) Encourages private organizations such as the Hoover Library, etc., to send copies of translations to CIA.

b. Foreign Documents Branch suggests that intelligence information translations made by CIA, IAC, and other organizations be obtained and listed by CIA, and such lists be disseminated to avoid any possible duplicating in translating. Foreign Documents Branch, Reference Center, and Management Branch are cooperatively working on this suggestion to determine the best method of accomplishment.

c. Foreign Documents Branch, Reference Center, and Management Branch are examining the feasibility of allocating translating responsibilities to CIA and IAC agencies which would confine major translating efforts to the various intelligence agencies to specific fields and thereby eliminate much unnecessary duplication.

d. Foreign Documents Branch is encouraged to continue its activities in avoiding duplicate translating efforts in government.

2. Workload in Screening

a. Captured German Documents

(1) Volume:

| | | |
|---|----------------|----------------|
| On hand to be screened, June 1947 ^{1/} | 230,000 | |
| Screened | <u>200,000</u> | |
| Balance to be screened, March 1948 | | 30,000 |
| Received since June 1947 | 270,000 | |
| Screened | <u>200,000</u> | |
| Balance to be screened, March 1948 | | <u>70,000</u> |
| Total documents to be screened, March 1948 | | <u>100,000</u> |
| Average new receipts per month | 20,000 | |

1/ Data FOB, CIA assumed activity

(2) A determination has been made through an initial rough-screening that the 100,000 documents on hand contain intelligence information. A fine-screening operation will be performed to summarize specific intelligence information onto intelligence catalog cards. To screen the documents now on hand will require working effort as follows:

$$\frac{100,000 \text{ documents}}{25 \text{ documents fine-screened per man-day}} = 4,000 \text{ man-days}$$

$$\frac{4,000 \text{ man-days}}{240 \text{ working days per year}} = 16\frac{2}{3} \text{ man-years}$$

(3) With the number of FDB personnel presently working on screening, the period of time required is:

$$\frac{16 \text{ man-years}}{4 \text{ employees presently engaged in FDB operation}} = 4 \text{ years}$$

(4) Additional working effort will be required to both rough- and fine-screen approximately 20,000 documents being received each month.

b. Captured Japanese Documents

(1) Volume:

On hand to be screened, December 1946^{2/} 1,000,000

Screened and disposed of:

| | | |
|-----------------------------------|---------------|---------|
| To National Archives | 500,000 | |
| To Library of Congress | 125,000 | |
| To Department of Commerce | 12,000 | |
| Fine-screened and retained by CIA | <u>63,000</u> | 700,000 |

Balance to be screened, March 1948 300,000

(2) Eight FDB employees are assigned to screening of captured Japanese documents. A determination will be made whether the 300,000 documents on hand have intelligence information. FDB states that with presently assigned personnel a rough-screening operation will be completed and documents of no intelligence value will be transferred out of CIA by 1 July 1948. The remaining documents will have to be fine-screened to identify and abstract specific intel-

^{2/} Date FDB, CIA assumed activity

ligence information.

c. A plan of operation is needed by FDB to permit the expeditious screening and exploiting of captured documents so that the information can be made available and utilized as currently as possible.

3. Coordination in Screening

a. At the present time adequate coordination is lacking between CIA and the Department of the Army in the overseas selection of captured German documents for intelligence exploitation. As a result, the shipment of many documents of no intelligence value has caused a backlog in screening that will require a period of years for FDB to eliminate. This backlog is continually increasing due to the receipt of approximately 20,000 documents per month.

b. It is apparent that a need exists for a well integrated program for the overseas selection or rejection of documents. Such a program would:

- (1) Minimize the number of worthless documents shipped to this country for intelligence exploitation.
- (2) Reduce the overall length of time required to complete the screening and exploiting of captured German documents.
- (3) Permit personnel who are now screening and exploiting these documents to perform more current operations.
- (4) Reduce the overall cost of the project.

4. Exploitation and Evaluation

a. Operations of Present Program

(1) Foreign Documents Branch utilizes "Estimates of Intelligence Target Potential" developed by the Office of Reports and Estimates as its primary requirements and priority guide for operations. FDB states that it receives adequate requirements and priorities by area and subject for guidance.

(2) Foreign Documents Branch prepares Intelligence Catalog Cards for captured German documents that have intelligence value. These cards are disseminated through the Office of Collection and Dissemination to the Reference Center and to IAC agencies.

(3) Abstracts of intelligence information in other

captured foreign documents, current foreign periodicals and the foreign press are prepared pursuant to established requirements and priorities and are disseminated through OCD.

(4) Only 10 per cent of the abstracts from current periodicals prompt collection directives for further exploitation. Other collection directives requesting information by subject, area or title are received and fulfilled.

(5) Sequence of exploiting and translating information specifically requested is determined by OCD after discussion with FDB as to the document content.

(6) All exploitations and translations, with the exception of those for the Office of Special Operations where security requires, are at present prepared as the result of collection directives or informal OCD direction.

(7) Requesters furnish the OCD evaluations showing timeliness and adequacy of service. GDB determines the value in relation to National Intelligence of the translations or intelligence information furnished.

b. Analysis of Present Program

(1) The intelligence analysts in CIA and the IAC agencies are presently responsible: (a) for requesting foreign documentary information on a given subject or area; (b) for identifying intelligence data requiring translation through study of abstracts prepared by FDB.

(2) Preparation and dissemination of Intelligence Catalog Cards for captured German documents and abstracts for periodicals and press is duplication of the exploitation process if researchers subsequently require full translations of material abstracted.

(3) Before intelligence analysts receive significant intelligence information contained in foreign-language documents, in a report form, several questionable time-consuming operations occur; viz., Intelligence Catalog Cards which list intelligence information contained in German documents are prepared by FDB and disseminated by OCD; abstracts which summarize intelligence information of high priority from other material are prepared by FDB and disseminated by OCD; analysts in intelligence agencies review Intelligence Catalog Cards and/or abstracts to determine if further exploitation of information listed is needed for their staff intelligence purposes; when further ex-

exploitation is required, or when translating or abstracting of a non-abstracted document is needed, requests are sent to OCD; OCD consults with FDB to ascertain the branch workload and the importance of the contents of pertinent foreign-language documents for the purpose of establishing priorities for exploiting and translating tasks; OCD issues collection directives to FDB; FDB exploits and prepares an appropriate information report; OCD disseminates this report.

(4) The present practice of OCD determining sequence of translating intelligence information contained in foreign documents is inefficient. Only FDB has facilities for knowing content of documents to be exploited and knows its present workload. At present, FDB must furnish this information to OCD before a priority determination can be made.

(5) Foreign Documents Branch is unable to establish and to implement a short-term and long-range program for exploitation of documents because individual unrelated collection directives do not permit a systematic production program.

(6) It is difficult for an ORE evaluator to determine the intelligence significance of information translated at the request of IAC agencies for their staff intelligence estimates. ORE evaluations of substantive content in FDB information reports which are prepared in reply to collection directives do not fairly reflect FDB's effectiveness because FDB has no responsibility for determining substantive content of information furnished.

(7) The requester's criticism furnished to OCD of adequacy and timeliness of service does not take into account the priority scheduling inherent in FDB operations.

c. Proposed Program

(1) A program originally suggested by FDB should be considered. Under this program, FDB would designate a portion of its staff to make, without specific collection directives, exploitations and compilations of intelligence material in both captured and current foreign-language documents. Such compilations would fall within requirements and priorities by area and subject as developed by ORE. An example of such requirements and priorities is the "Estimates of Intelligence Target Potential" as developed by ORE. Established intelligence requirements which can be fulfilled by information contained in foreign-language documents would be satisfied by the compilations prepared and disseminated under this program.

(2) In addition to the program for exploiting and preparing compilations outlined above, FDB would continue:

(a) To prepare for dissemination a limited number of abstracts of priority material which would not, because of workload, be included in currently prepared compilations.

(b) To fulfill collection directives which will include requests for translating service; however, it is anticipated that the number of collection directives would eventually be reduced if all users of this material were informed that FDB was working on planned coordinated requirements and that translated material would automatically be disseminated. Collection requests would be received by Reference Center for determination of the availability of already translated and other English-language material, which may satisfy the request.

(3) Foreign Documents Branch would establish sequence of individual translation tasks required to implement the total program pursuant to established requirement and priority guides.

(4) Intelligence Catalog Cards for captured German documents containing intelligence information would continue to be prepared by FDB and disseminated.

(5) Office of Reports and Estimates would furnish to FDB evaluations of the intelligence information contained in compilations to guide FDB in the future selection and development of intelligence information to be included in compilations.

d. Advantages of Proposed Program

(1) The compilation program would permit a logical method of short-term and long-range exploitation of documents compared with the present method of jumping from collection directive to collection directive.

(2) The compilation program would provide researchers in the intelligence agencies, without request on their part, significant intelligence information in a form which would permit immediate utilization.

(3) Intelligence information by area and subject presently requested through collection directives would to a large degree be automatically furnished under the proposed compilation program and would be sufficient to answer established intelligence requirements. This program would

finally result in a substantial reduction of collection directives.

(4) Reference Center receiving collection requests would further minimize the number of collection directives referred to FDB.

(5) The compilation program would progressively reduce the number of abstracts prepared and would when FDB is current in its exploiting activities, eliminate need for issuing abstracts.

(6) Inclusion of the compilation program in FDB's work plan would accelerate reduction of backlog in exploiting captured documents.

(7) The exploitation, translating and dissemination procedures presently employed would be substantially simplified with consequent saving in working time and effort.

(8) ORE evaluations of FDB compilations would reflect FDB effectiveness in selecting material for compilations and would indicate where further guidance in selection and priorities from ORE is necessary.

5. Abstract Reports

a. Published reports containing abstracts have indices by title of the documents from which the abstracts were taken. There is no cross reference from the indices to the abstracts, making it difficult and time-consuming for the reader to locate a particular abstract.

b. Cross references are being added to the indices of future published abstract reports.

6. Records Disposition

a. Foreign Documents Branch circulates lists to its divisions for review and recommendation as to the disposition or retention of foreign-language documents to which CIA has title. Lists of those documents recommended for disposition are sent to Central Records.

b. Foreign Documents Branch is in a position to recommend final disposition of foreign-language documents to which CIA has title without having lists submitted to IAC agencies for their recommendations as to disposition.

E. Work Facilities

1. Space

a. The space allotted to FDB is not being adequately utilized due primarily to the storage of unprocessed documents. When documents not required for operations are removed, additional space will be available.

b. Better utilization of available space will result in a more economical work flow. FDB is aware of this problem and plans to change the physical location of organizational divisions upon the transfer of documents no longer required. FDB states this change should be completed prior to 1 July 1948.

2. Equipment

a. Foreign Documents Branch is operating a mimeograph machine. Under memorandum of 10 June 1947 by the Executive Director, all duplicating equipment in FDB was ordered transferred to Services Branch, AWH.

b. Services Branch was notified of the existence of the mimeograph machine in FDB, and FDB has agreed to take immediate action to transfer the machine to Services Branch.

3. Central Files

a. Each division and/or section maintains various types of card files which are related to the work of the particular section. Maintenance of the files requires the time of employees in the operating divisions.

b. Filing of the cards mentioned above is a routine clerical operation and should not be performed by skilled operating personnel. These card files should be centralized in one location where they can be maintained by one unit. Thus the time normally spent by operating personnel on the activity would be utilized to greater advantage. FDB agrees to centralize files immediately to the maximum degree consistent with efficient operations.

III. Recommendations

A. Functions

The proposed functional statement for the Foreign Documents Branch, OO, attached as Tab B, be approved and that all previous functional statements for the Foreign Documents Branch together with sections of other functional statements that are in conflict with the proposed statement for FDB be rescinded.

B. Personnel Turnover

Foreign Documents Branch and the Personnel Branch, A&M, continue to take positive action to acquire and to retain qualified personnel.

C. Duplication of Translations

1. Foreign Documents Branch through authorized liaison continue its efforts to avoid duplicate translating of foreign-language documents within CIA and IAC by suggestions and recommendations to intelligence agencies and other organizations as set forth in paragraph II,E,1a above.

2. Lists of translations of intelligence information made by CIA, IAC and other agencies be prepared and disseminated in accordance with an approved program developed jointly by the Foreign Documents Branch, Reference Center, and Management Branch.

3. The project of exploring the feasibility of allocating major translation responsibilities to CIA and IAC agencies being conducting jointly by FDB, Reference Center and Management Branch be completed and recommendations be submitted for appropriate action as soon as possible.

D. Workload in Screening

Foreign Documents Branch develop and implement a plan for the acceleration of screening captured documents. This plan will provide for monthly production quotas, personnel assignments, and target dates for completion of screening documents now on hand.

E. Coordination in Screening

The Interdepartmental Coordinating and Planning Staff be asked to spearhead an integrated program for the overseas selection of captured German documents of intelligence value to minimize the number of worthless captured German documents shipped to this country for intelligence exploitation.

F. Exploitation and Evaluation

The proposed program as outlined in paragraph II,E,4,c of this report be approved and put into effect.

G. Review

The Management Branch, A&M, make a general follow-up review of the organization and operations of the Foreign Documents Branch within six months from date of this report.

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